

# **Final Report**

## **Institutional Strengthening Initiative for Guyana's NGOs**

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## EXECUTIVE SUMMARY

### A. BACKGROUND

The BEEP project, broadly, is channelling USAID resources towards impacting those areas which can have a positive and equitable impact on the economy. Specifically, the public sector, private sector and informal sectors (loosely described as NGOs and including small and micro enterprises), are targeted for assistance.

Previous studies and commentaries have pointed to a NGO sector which, through years of Government discouragement and even harassment, has fallen into a disorganised and weakened state. The BEEP project and other stakeholders in Guyana's development process, wish for the Government, people and the country as a whole to benefit from a vibrant NGO sector. This is especially important within the context of the country's recent political past, when deinstitutionalisation of some democratic development processes occurred and during which time, economic growth was effectively stalled.

**It is towards the strengthening of the NGO sector, that the present work is directed.**

### B. TERMS OF REFERENCE REVISITED

The consultant's work is expected to produce the following four outputs.

- (1) A list of some key players in the NGO sector based on a clear set of criteria.
- (2) Legislative policy and institutional constraints impeding the work of NGOs and hence limiting their contribution to the country's socio-economic development.
- (3) Recommended strategies for overcoming existing constraints, utilising BEEP resources in partnership with selected NGOs.
- (4) Scopes of work for short term technical specialists to implement the intended improvement strategies for the sector as a whole and for the selected NGOs.

### C. METHODOLOGY

The methodology included:

- (1) interviews with a wide range of NGO leaders;
- (2) interviews with a wide range of representatives from the donor community;
- (3) interviews with strategic government officials;
- (4) interviews with knowledgeable persons in civil society, possessing a perspective on NGO activities;
- (5) site visits to view first hand the work of NGOs;
- (6) review of relevant documentary resources within NGOs, government agencies; etc.
- (7) NGO Leaders Conference to seek buy-in to and endorsement of the recommended strategies and actions.

## D. SUMMARY OF CHALLENGES AND OPPORTUNITIES

The field work uncovered major challenges confronting individual NGOs and the NGO sector as a whole in Guyana. These include the following:-

- The concept of the NGO and its place in civil society is largely unlearnt or unappreciated in Guyana.
- Below the level of a handful of Georgetown based organisations, the NGO sector is fragmented; with unrelated and informally structured groups being the predominant feature.
- There is no up-dated inventory of NGOs; no accurate measure of the critical mass of organisations belonging to the sector.
- Without data on the sector, it is impossible to plan for it in a comprehensive or structured manner. Without a measure of its contribution to GDP, it is difficult to lobby for increased resources.
- The problem of planning for the sector is exacerbated by the high incidence of unregistered NGOs.
- NGOs are largely generalist (as opposed to sectorial) in their orientation, making it difficult to align their activities or the output from these activities with the National Development Plan.
- Some critical areas (such as the environment) are under-represented in the work programme of NGOs.
- With a few exception among the larger, better established organisations, NGOs are generally resource poor and lacking in the basic infrastructure for serving their members.
- NGOs are limited in their ability and capacity to procure and spend project/programme funds.
- Apart from infrastructural and organisational weaknesses, non-traditional NGOs are deficient in their knowledge of some critical activities such as how to access funds; proposal writing; project administration and accounting etc.
- NGOs are generally thin in their managerial competence and hence suffer the consequence of weak governance. This is particularly true for unregistered NGOs which may not feel compelled to have properly structured boards of management.
- The use of volunteers to bridge the resource gap and as a low cost means of building capacity, is generally approached by NGOs in an

unstructured manner. The concept of volunteerism remains undeveloped in the country.

- There is paucity of funds available for financing the operations of NGOs. Very few NGOs are sustainable, operating at their maximum capacity.
- There is a fair amount of credit available for the informal business sector (micro and small enterprises); one of the constituencies served by NGOs. There is, however, a problem of access for smaller and poorer borrowers.
- Lending to micro-enterprises is still a relatively recent development in this country. Indicators such as delinquency rate and interest rate (vis a vis commercial lending rate) suggest credit institutions are still in the learning curve and need to have their skills honed.
- The pipe line of donor agencies is relatively bare of projects directed at (or which would require partnership with) NGOs.
- With the revised Companies Act, the option for registering NGOs have been reduced from three to two.
- NGOs registered under the Companies Act must comply with the same reporting requirements as profit making companies.
- The existing legislation lacks clarity in treating with income tax issues both for NGOs and for individuals making contributions.
- Organised fund raising/philanthropy on a national scale is not immediately evident. Such endeavours are useful in creating a pool of undesignated funds for NGOs to work with.
- The relationship between GOG and NGOs is unstructured. There is no focal point in government for NGO or community affairs.
- NGOs are not proactive in going after government programmes and projects and in many cases do not have the capacity to do so.
- No formal relationship exists with the private sector.
- Issues such as environmental impact relative to eco-tourism investments and competition from peddlers, pose an immediate and real threat to the relationship between NGOs and the private sector.
- The NGO sector is made up of separate and diverse entities which hardly relate to each other. There is no orchestrated plan or strategy with wide buy in by the members of the sector.

- There is not much evidence of a planned approach, with NGOs taking the lead in identifying needs and leading the development process.
- NGOs are lacking in objective measurement of their true performance e.g. jobs created; persons trained; individuals started in business etc.
- NGOs are not benefiting from the cohesiveness and additional strength that being members of an umbrella organisation would provide.
- Most NGOs portray no evidence of planning ahead. Projects are funds/donor driven for the most part.

Conversely, there are opportunities to be exploited in strengthening the NGO sector. These include the following:

- Guyana is blessed with many and varied NGOs which can be brought together in a united development effort.
- Projects and programmes such as Futures Fund and Grameen Bank - type initiatives, have created structures in civil society which can be consolidated and built on.
- Government is on record as supporting NGOs and has taken positive steps in demonstrating its commitment.
- There is nothing in the laws of Guyana that prevents NGOs from being formed.
- NGOs enjoy the goodwill of the international donor community.
- International donors are increasingly turning their focus to poverty eradication and empowerment of civil society; areas within which there will be increased opportunities for partnership with NGOs.
- There is a cadre of knowledgeable, committed persons who have and are willing to volunteer time and donate resources towards promoting the NGO sector.
- There are philanthropists and benefactors willing to champion the cause of community involvement generally, and NGOs, specifically.
- There is an opportunity for NGOs and the private sector to enter into partnership in areas such as marketing of products, supply of raw materials and development of new industries (e.g. eco-tourism).

- There is an opportunity for GOG to seize the initiative and develop policies and programmes to formalise the working relationship with NGOs and to strengthen them for increased involvement in the national development programme.
- There are reputable and successful credit programmes from which NGOs or their beneficiaries benefit directly.
- Some NGOs are attempting affiliate relationships on the way to establishing an umbrella organisation.
- The opportunity exists for NGOs to identify common interests and concerns, share information, provide support to each other and maximise the use of available resource to achieve common goals.

## **E. RECOMMENDED STRATEGIES AND ACTIONS**

The recommended strategies flow logically from the analysis. Also included are a couple of ideas which are on the agenda of NGOs. Although outside the scope of the analysis for the present work, these ideas are deemed by the consultant to be important to the NGO sector.

The recommended strategies and actions are presented on a project-by-project basis at three levels thus:

- Level 1:** These recommendations are of an infrastructural and a policy nature and would need government approval and involvement.
- Level 2:** These recommendations are strategic in nature and could be beneficial to individual NGOs as well as the NGO community as a whole.
- Level 3:** These recommendations are at a project level and would involve selected NGOs working with the donor.

### **Level 1 Recommendations**

- 1-A Establish a NGO desk or portfolio within an appropriate Government ministry, agency or unit to foster a structured relationship between NGO's and the public sector.
- 1-B Establish an Entrepreneurial/Micro-Enterprise Centre to encourage and give guidance to the explosion of "own account" workers resulting from retrenchment in the public sector and sections of the economy.
- 1-C Undertake legislative reform to create an enabling environment for NGOs.

## **Level 2 Recommendations**

- 2-A Develop a medium term strategic plan for the NGO sector, focusing on the real needs of the sector and the required resources and strategies to meet the needs.
- 2-B Establish a NGO Advisory Council as a mechanism for encouraging collaboration and sharing of resources between NGOs, and to provide a focal point for discussion with stakeholders such as government and donors.
- 2-C Conduct NGO Leaders Training to update participants' knowledge and skills in NGO management and leadership.
- 2-D Launch and institutionalize a major, nation-wide philanthropic endeavour to create a pool of local, largely undesignated funds to support the NGO sector. (Note: To be modelled after the United Way of America concept).

## **Level 3 Recommendations**

- 3-A Develop a business plan for Red Thread Women's Organisation, to help that organisation reposition and restructure itself.
- 3-B Assist the Guyana Volunteer Consultancy (GVC) to establish a professional Volunteer Centre, towards institutionalizing the concept of volunteerism in the country.
- 3-C Conduct a market study to assist NGOs and indigenous communities in finding outlets for products coming out of their organised efforts.
- 3-D Conduct training of trainers programme in Eco-Tourism to mitigate stress points in the relationship between tourism investors and mostly indigenous peoples living in the areas targeted for development.

## **F. PRIORITY AREAS FOR BEEP CONSIDERATION**

It is being recommended that BEEP focus its resources toward assisting NGOs in meeting a single core need.

Selection of the area for BEEP action is based on the following criteria.

- The need and related objectives must be focal to the overall situation confronting NGOs.

- The resulting project must be “bite-size”, i.e. double and capable of achieving significant results in a realistic period of time.
- The work programme must be inclusive i.e. involving a cross-section of NGOs.
- Execution of the work programme must result in the empowerment of NGOs to continue the process of institutional strengthening.

**THE PROJECT THAT BEST MEETS THESE CRITERIA IS PROJECT IDEA 2-A: DEVELOPMENT OF A MEDIUM TERM PROGRAMME OF WORK (PROJECTS) FOR NGOS TO PARTICIPATE IN AND BENEFIT FROM.**

The major output will be a marketable, bankable, project-specific proposals on the strength of which, partnerships will be built with government, donors and other stakeholders, and to serve as a blue-print for future NGO actions.

**In support of the core project, it is further recommended that BEEP facilitate the establishment of the proposed NGO Advisory Council (Project Idea 2-B) and provide NGO leaders with the appropriate training to sustain the process. (Project Idea 2-C).**

**These ideas were exposed to stakeholders at a NGO Leaders Conference. The group validated and gave its unanimous endorsement to the proposed programme of assistance.**

## **I PREAMBLE**

### **A. CONTEXTUAL FRAMEWORK**

The increased interest in non-governmental organisations in Guyana (and world-wide) is driven by at least four factors:

1. internal resource constraints which create gaps between what Government says it would like to do and what actually gets done;
2. globalization: the contradiction of unprecedented wealth creation alongside economic upheaval (triggered by unbridled competition and resource shifts) - to which it (globalization) gives rise;
3. universality of the concepts and values that underline human rights, democracy and good governance in civil society;
4. conventions and instruments emanating from international fora such as the Rio Earth Summit, the Cairo Population Summit, the Copenhagen Social Summit and the Beijing Conference on Women; some of which Guyana is a signatory to.

Powerfully positioned and adequately supported, NGOs as a vital element of civil society, can make an important contribution to good governance and to the democratisation process (particularly in developing nations such as Guyana) by:

- (a) contributing to public sector management;
- (b) helping government strengthen the accountability of public agencies;
- (c) facilitating public debate on proposed development initiatives and policy formulation;
- (d) supplementing public services;
- (e) helping the weaker members of society access government services and benefits; and
- (f) working in partnership with government and the private sector to increase opportunities for employment, personal development and individual empowerment.

NGOs have proven themselves to be effective development partners. In their working relationships with NGOs, governments are able to draw on several areas of strengths, namely:

- (a) innovativeness and practicableness;
- (b) local accountability;
- (c) responsiveness;
- (d) participation;
- (e) cost efficiency and effectiveness;
- (f) independence and objectivity, and
- (g) sustainability.

Not all NGOs have such strengths, however.

**The BEEP project and other stakeholders in Guyana's development process, wish for the Government, people and the country to benefit from a vibrant NGO sector. This is especially important within the context of the country's recent political past, when de-institutionalisation of some democratic development processes occurred and during which time, economic growth was effectively stalled.**

It is towards strengthening the NGO sector, that the present work is directed.

## **B. TERMS OF REFERENCE REVISITED**

The consultant's work is expected to produce the following four outputs.

1. A list of the some key players in the NGO sector based on a clear set of criteria.
2. Legislative policy and institutional constraints impeding the work of NGOs and hence limiting their contribution to the country's socio-economic development.
3. Recommended strategies for overcoming existing constraints, utilising BEEP resources in partnership with selected NGOs.
4. Scopes of work for short term technical specialists to implement the intended improvement strategies for the sector as a whole and for the selected NGOs.

## **C. METHODOLOGY**

The methodology included:

1. interviews with a wide range of NGO leaders;
2. interviews with a wide range of representatives from the donor community;
3. interviews with strategic government officials;
4. interviews with knowledgeable persons in civil society, possessing a perspective on NGO activities;
5. site visits to view first hand the work of NGOs;
6. review of relevant documentary resources within NGOs, government agencies, etc.
7. NGO Leaders Conference to seek buy-in to and endorsement of the recommended strategies and actions.

Appendix A contains a listing of some thirty (30) organisations and fifty (50) individuals with whom the consultant interfaced directly during the course of his work.

## **D. LIMITATIONS**

Limitations to the work include the following.

1. The time allotted to the project, limited research to the NGOs based or headquartered in the capital city of Georgetown.

2. Information sources are primarily NGOs themselves or third parties. The practice of NGOs remaining unregistered and unaudited, results in a paucity of verifiable information and data on their activities.
3. Selecting a sample of NGOs for a study is a challenging task, given the fact that there is no acceptable registry of these organisations. There is the possibility of omission.

## II DESCRIPTIVE TYPOLOGY OF GUYANA'S NGOs

The term NGO, as used in Guyana, refers broadly to organisations and associations of people, formed for social, economic, political or (generally) developmental purposes, that are not created or mandated by Government. In its most general use, the term includes all civil society organisations. Represented among this group in Guyana are:

- grassroot NGOs working at community level with a focus on particular issues or based in particular sectors of society; for example: women's rights, social welfare, children's issues, youth mobilisation, health education, the arts, legal advice, consumer rights, the environment, people with disabilities;
- national NGOs that address issues such as those above and (to a lesser degree) umbrella organisations;
- indigenous communities and groups (Amerindians);
- churches and church based organisations;
- civic organisations e.g. Jaycees and Rotary;
- co-operatives;
- community based groups e.g. Youth clubs;
- community based enterprises/micro-enterprises;
- trade unions;
- professional associations including lawyers, social workers, doctors, nurses and public administrators;
- business associations, such as chambers of commerce and the small business association;
- regional and international trade unions and labour organisations.

In Guyana, there are organisations working with and for disadvantaged and at risk groups including:

- children;
- young people;
- women;
- unemployed people;
- socially displaced persons;
- people lacking skills
- people with disabilities;
- indigenous people;
- elderly and indigent people;
- the sick;
- the hungry;
- the poor;
- subsistence blue collar workers (e.g. farmers, fishermen, labourers).

Guyana's NGOs are typically addressing the needs through a range of activities including:

- education (formal and non-formal);

- training;
- awareness programmes;
- welfare services;
- housing/shelter provision;
- health services;
- food production and distribution;
- lobbying and advocacy activities;
- extension services;
- technical assistance and advisory services;
- resource mobilisation;
- research activities;
- information dissemination;
- income generation;
- counselling services;
- creation of employment opportunities;
- credit and financial services.

## DEFINITION

For the purpose of this work, the use of the term NGO will be narrowed to reflect organisations which meet four key defining characteristics or criteria, promulgated by the Commonwealth Foundation. These are:

1. Voluntary:
  - (a) formed voluntarily: there is nothing in the legal, statutory framework of the country which requires them to be formed or prevents them from being formed; and
  - (b) there is an element of voluntary participation in the organisation: whether in the form of small numbers of board members or large numbers of members or beneficiaries giving their time voluntarily.
2. Independent:

they are controlled by those who formed them or boards of management to which such people have delegated responsibility for control and management.
3. Not-for-Profit:
  - (a) they may have employees, like other enterprises, who are paid for what they do. But the employers - Boards of Management - are not paid for the work they perform, beyond being reimbursed for expenses incurred in the course of performing their Board duties.
  - (b) they may engage in revenue generating activities but not distribute profits or surpluses to shareholders or members.
4. Not self-serving:

existing purely for the benefit and in the interest of disadvantaged people or society as a whole.

**The definition along with criteria presented in Chapter IV, are important in targeting organisations for BEEP assistance programmes.**

### III OVERVIEW OF NGO SECTOR

**An overview of the NGO sector is presented below. The overview centers on nine (9) key success factors. Although general, the overview reveals some interesting features which can help inform the shape and direction of development assistance to the sector.**

#### 1. Size and Capacity of the Sector

The most comprehensive inventoring of Guyana's NGOs was undertaken under the UNDP's Partners in Development program. The results of this exercise were published in a directory (1992).

The directory contains 343 entries covering the following categories:

- Advocacy;
- Communication;
- Culture;
- Development;
- Economic development;
- Education;
- Education/Training;
- Health;
- Professional;
- Religious/Cultural;
- Religious/Social Services;
- Sports;
- Unions; and
- Welfare.

All ten regions are represented in the listing. Also represented are the following groups: Amerindians; Business; Children; Community; Disabled; Disadvantaged; Elderly; Farmers; Fishermen; Members; Women; Workers; Youths.

There is no valid basis on which to suggest that the number of NGOs would have changed in the intervening period but it must be pointed out that the apparent looseness in the definition of NGOs which was used in compiling the directory, resulted in the inclusion of organisations which, strictly speaking, do not typify NGOs. By the same token, noticeably absent are some of the smallest members of the sector such as youth clubs and church groups existing at the grassroot/community level. Balancing off the excess and the omissions, an estimate of 350-450 formally constituted (albeit mostly unregistered) NGOs may be considered realistic.

Interestingly, most countries of Guyana's size, where the NGO movement is well developed, would only attempt a listing of registered NGOs. In Guyana, some of the best known NGOs are unregistered. A rough guesstimate of the number of active NGOs that are registered, is less than thirty (30).

In the capital city of Georgetown, are found the dominant NGOs; some of which are of a national orientation. These are, for the most part, poorly housed, without a locus of operation; lacking in basic materials and equipment and without proper administrative machinery. At the regional and community level, the church/worship place and other grassroots forms such as school groups, sports clubs, youth clubs, co-operatives, civic organisations and neighbourhood democratic councils dominate. There are also the remnants of community structures created by donor funded programmes such as Futures and Grameen Bank partnership arrangements. The structure in Amerindian communities is quasi-political, with their Touchau, Council etc. as well as the more informal church groups and Primary School PTAs.

SIMAP reports having worked successfully with (and through) an often unrecognized and under utilized resource; communities which have organized themselves to address problems at the local level. Examples of such communities are Enterprise, Mon Repos, Lusignan and Annandale with whom SIMAP has partnered in executing physical development projects such as community centres, drainage, pipelines, roads and school plant rehabilitation. These community organisations, which often pull together several groups within a particular community, do not enjoy NGO status on the national scene; neither do they figure into assessments of the capacity of the sector.

**The size of the NGO sector, then, is “more than meets the eye”. However, the capacity of organisations to procure and make use of programme/project funds is limited by lack of: recognition and resources; administrative capability and know how in technical areas.**

## 2. Expertise and Volunteerism

The capacity of the NGOs is inextricably linked to the degree to which they are able to tap management expertise and other skills through volunteerism or other means.

There is a continuum with organisations such as Beacon (well endowed with managerial, professional and technical skills) at one end, and indigenous Amerindian communities which suffer continuous brain drain, at the other.

The more established NGOs are often headed by one or more passionate, articulate and well educated person(s), e.g. ‘Red Thread’. Some organisations, especially those that are registered, have found boards to be a cost effective means to import expertise and improve governance e.g. IPED and Beacon.

Programmes such as Futures and SIMAP which have worked extensively with NGOs and community groups, report deficiencies in the knowledge of many groups in areas such as how to access funds; proposal writing; project administration and accounting etc.

Under a new agreement with the IDB, SIMAP will establish a “Community Development Section”, to work with NGOs and communities on an ongoing basis to redress these deficiencies.

**While there is a strong culture of self help and group help, the concept of volunteerism as a key resource for garnering talent and expertise, remains undeveloped in the country.** The relatively recently established Guyana Voluntary Consultancy (GVC), is trying to change the status quo by harnessing the potential of those who have time and expertise to donate, and placing these attributes at the disposal of organisations that have a need but not the means wherewith to pay.

### 3. Legislative Framework

Guyana meets the first criteria for establishing NGOs; that there is nothing in the legal, statutory framework which requires them (NGOs) to be formed or prevents them from being formed.

Where the law lags badly, is in its failure to go beyond the minimum provisions to create an enabling environment within which NGOs would more effectively operate. The major challenges discerned include the following.

- The revised Companies Act shows no appreciation for the fact that NGOs have evolved beyond being charities and welfare organisations into other forms of activities such as income generation, employment and provisions of services under contract, which makes them appear to be more like companies - except they are not.
- Under the Companies Act, NGOs are currently required to:
  - submit annually audited accounts;
  - submit an annual declaration of assets;
  - submit an annual listing of the Board of Directors, etc.

These requirements are onerous and costly to organisations normally short on staff and strapped for cash.

- Reference to the legal corporate entity known as the “company limited by guarantee”, has been dropped from the law. While not originally designed to do so, this form of incorporation was well suited to private NGOs since such organisations do not have shareholders but rather members who have limited liability.
- Other possibilities for Guyana’s NGOs include registration under the Friendly Societies Act (including societies for any benevolent or charitable purposes - Chapters 26:04) and the Cooperative Societies Act (including cooperatives with limited and unlimited liability). While providing some options for NGOs, these business forms do not provide the flexibility and protection required by modern NGOs and are, in fact, not intended for such organisations.

- The Income Tax Act (Section 13) allows exemptions to be claimed by organisations involved in benevolent, charitable, not-for-profit work. However, the exemption must be applied for and approval is at the discretion of the Minister of Finance.
- The Income Tax Act refers only obliquely to the issue of automatic tax credit to individuals making donations to registered charitable organisations. Of course, the law does not explicitly recognise such organisations to begin with.
- Neither the Corporation Tax Act or any of the companion laws encourage the development of a NGO sector through legislated incentives such as waiver on custom duty, relief of consumption tax, etc..

**The state of the law; the cost of registration; the delays and bureaucratic headaches which are part and parcel of the process, and fear of sharing of sensitive information between government departments, have kept many NGOs from registering.**

#### 4. Financing and Credit

There is a fair amount of funding and financial assistance directed at NGOs and (more specifically) at micro-enterprises; one of the groups/sectors typically targeted by NGO programmes.

A range of institutions (government, donor, private sector and NGO) are involved in dispensing credit and financial assistance (grants). Examples of the sources include the following:

- The Canadian High Commission/Canadian International Development Agency, whose Canada Fund channels grants to NGOs and other community based organisations with a self-help orientation. The Fund is financed to the tune of C\$200,000 p.a.. CIDA is also soon to introduce its Green Fund programme to provide support to environmental NGOs and projects.
- Institute of Private Enterprise Development (IPED), whose micro enterprise loan scheme in 1995 financed 2,018 loans valued at G\$104,420M to the micro business sector.
- Small Business Credit Initiative, which between October 1995 and September 1996, made 188 uncollateralized loans valued G\$42.3M to the small and micro business sector.
- Scotia Enterprise which uses the Grameen Bank concept to channel credit to micro enterprises unable to access financing from any other source. The current active portfolio of the loan scheme is G\$36M with 1,080 persons benefiting. Importantly, Scotia also promote savings among its beneficiaries.
- Commonwealth Youth Credit Initiative, which provides credit without collateral and a savings scheme for individuals as well as organised groups; in the 18 - 30 age group. Loans are capped at a ceiling of US \$ 1,000.00.

Some of the organisations offering credit and financing, provide business monitoring, advisory and training support; thus adding a measure of empowerment to their clientele. Some organisations such as IPED, also work in

partnership with NGOs who benefit financially from successful execution of the loan programme.

## 5. Donor Support

Guyana is fortunate in having a representative number of international donors/development agencies resident in the country.

With the change in political direction, significant flows have been targeted at; supporting a structural adjustment programme; mitigating the short term adverse effects of the SAP; encouraging administrative reform; redressing the most severe indices of poverty e.g. the unemployment rate; to a lesser degree, rebuilding civil society.

Most spending has been through the Public Sector Investment Programme (PSIP) which is largely of a capital nature. The Futures Fund is a good benchmark; channelling resources into infrastructural projects with the building of sustainable community structures given a secondary priority. It is fair to say that after ten years and millions of dollars spent by donors, no real and lasting institutional strengthening of NGOs has taken place; or at least, such gains as have been made have not been consolidated.

The future looks more promising for NGOs. With the focus of international aid programmes swinging decidedly to poverty alleviation and the strengthening of civil society organisations, Guyana's NGOs will find more space to participate as partners in the development process and will themselves benefit from the process.

- CIDA is supporting the Building Community Capacity Project (BCCP) which has as its goal: To strengthen the private voluntary sector so that it can become a critical force in the social, economic and democratic development of Guyana.
- IADB's capital replenishment programme (1994), charged the local office to strengthen civil society through NGOs. In addition to its current support for small and micro credit, the Bank could direct more resources towards supporting productive economic activity; e.g. loans at concessional rates as well as institutional strengthening for intermediaries (NGOs).
- UNDP, at the end of its 5<sup>th</sup> Country programme for Guyana, is preparing a new programme for the period 1997 - 1999. Increased emphasis to be placed on poverty eradication. Possibilities include: Capacity building (government and Civil society); governance (consensus building); advocacy; sustainable livelihood; skills development; employment generation programmes; squatters rehabilitation; health education; programmes for indigenous peoples; environmental and small farmers programmes.
- The British are coming to the end of the funding cycle for a number of major infrastructural-type programmes e.g. GWA, Forestry Sector, Education, Privatisation Unit, etc. Poverty alleviation will be the main focus going forward. Priority areas could include something in education focusing on poverty eradication; good governance; drug awareness. BESO placements to be

encouraged. There is also the British Partnership Scheme which can fund small projects (on request).

- USAID/BEEP has been channelling resources towards institutional strengthening for the public sector and the private sector. There is an interest in working with selected NGOs in strengthening their programme/service delivery capability.

**A major obstacle standing in the way of the various donor programmes, is the difficulty in finding NGO partners of sufficient strength and independence with which to forge an effective alliance. There is also the problem of planning assistance to a sector which has not objectively and coherently assessed or communicated its needs.**

## 6. Philanthropy

Donor funds for the NGO sector, although welcomed, ideally should be counter balanced by local funds. In Guyana's case, there is no doubt that individuals (e.g. NGO leaders) give selflessly to their cause.

On the macro level, there is no accurate accounting method for measuring donations in cash and kind, however, one gets the feeling that Guyana is well behind sister CARICOM countries such as Jamaica and Trinidad and Tobago in the area of philanthropy.

**With the rare exception of programmes such as the adopt-a-school programme, there is an absence of structured national fund raising programmes, foundations and other institutionalised mechanisms for garnering and distributing local development assistance.**

## 7. NGO/Government Relations

The government of Guyana is on record as supporting NGOs and community empowerment activities. More than that, the government has taken some potentially far reaching steps such as:

- Establishing a ministry with portfolio responsibilities covering labour, human services and social security.
- Establishing a ministry with portfolio responsibility for Amerindian affairs.
- Establishing the Social Impact Amelioration Programme (SIMAP) to ameliorate the economic hardships arising from implementation of the SAP. In 1996, the expenditure through this facility was G\$1.4B.
- Establishing the Small Business Credit Initiative and allowing it a free hand in conducting its affairs.
- Providing support such as subventions, for selected NGOs.

- Inviting NGO participation in policy and decision making fora at various levels.
- Inclusion of civil society organisations and PSOs on overseas delegations.

Consistent with the Copenhagen Conference 20/20 ruling, the government is moving in the direction of 20% of its budget going to support social services. This is on track to be achieved by 1998.

Detracting from the positive moves made by government are the following.

- There is no focal point within government for NGO/Community affairs.
- There is no deliberate strategy to bring NGOs into the development process as an equal partner with other sectors.
- In fact, there is no demonstrated consciousness of the NGO as an important civil society organisation to be encouraged and developed. While organisations such as SIMAP work closely with grass root groups, they are seen as just that; grass root or community groups without the larger vision of NGOs in civil society.

Part of the responsibility for failing to develop a partnership with government belong to NGOs themselves.

- NGOs have not been proactive in accessing and working through public sector programmes e.g. SIMAP. While there has been some collaboration, for example between Beacon and SIMAP; Red Thread and SBCI, the process needs to be pushed by NGOs.
- NGO interests are often too narrow to get on the national agenda.
- NGOs lack capacity to successfully tender for or manage large public sector projects.

**GOG must decide at a policy level, how it intends to work with and encourage the development of the NGO sector. NGOs, for their part, must be more proactive in getting their house in order; lobbying for greater government support and when such support is given, being in a position to access and make use of it.**

## 8. NGOs/Private Sector Relations

No formal relationship exists between the Private Sector and the NGO Sector, other than private sector persons acting in their private charitable capacity.

There are no NGO members in the Guyana Chamber of Commerce, but the expressed view is that an organisation like Beacon could qualify.

Similarly within the GMA, understandably there are no NGO members, but that organisations' Category D does have numbered among its members, business entities that properly belong to the informal sector.

There is a perceived threat which micro and small enterprises (operating under the general rubric of being NGOs, and enjoying certain concessions such as not paying taxes), pose to the formal sector. The retail trade is possibly, the most obvious area where unhealthy competition takes place, with peddlers sometimes encroaching on the physical space of established merchants.

There is also the possibility for conflicts between community persons “living off the land” and private sector groups such as Tourism Action Group (TAG) who have an interest in protecting the environment.

**For the reasons stated, there are not many obvious or major strategic alliances/networks between micro enterprises and the formal business sector (other than the occasional “marriage” of convenience); although there are obvious advantages to be gained in joint marketing, vertical integration of producers of primary products and manufacturers, etc.**

## 9. NGO/NGO Relations

Possibly the most obvious deficiency in Guyana's NGO sector, is the absence of any co-operative strategies to increase the impact of NGO operations.

In 1992, there was an opportunity to collaborate, when an ad hoc group of NGOs was formed to meet with President Carter to discuss issues pertaining to sustainable development.

More recently, in mid 1996, BEEP funded a Micro and Small Enterprise Symposium, which reflected a strong NGO bias. Coming out of the Symposium, a 45 member Interim Advisory Committee (IAC) on Small Enterprise Development was formed. This and a smaller committee are continuing to work to develop a constitution and terms of reference for the group.

**Through strategic linkages, networking and alliance building, NGOs need to identify common interests and concerns, share information, provide support to each other and maximise the use of available resources to achieve common goals. One prospect is for NGOs to co-operate sectorially in adopting common strategies to address problems of health, welfare, social, infrastructure, unemployment, women's issues, etc.**

## IV KEY PLAYERS IN THE NGO SECTOR

Evaluation of a range of organisations was conducted via interviews with key personnel and volunteers, and through site visits. Selecting a short list of organisations that are institutionally ready to participate as lead agencies in donor funded programmes was based on the outcome from the evaluation exercise.

The short list included the following organisations.

- Guyana Organisation of Indigenous People (GOIP)
- Guyana Volunteer Consultancy Limited (GVC)
- Institute of Private Enterprise Development (IPED)
- Red Thread Women's Development Programme
- Beacon Foundation
- Scotia Enterprise

Using the criteria presented in Chapter II, a "litmus test" of each organisation's status as a NGO was conducted. The results appear in Table I.

Scotia Enterprise is not a true NGO. It is a Business Organised NGO i.e., in fact, operated as a profit centre of the parent company. As such, this organisation would be precluded from receiving certain types of donor funded assistance.

IPED narrowly retains its status as a NGO. From the survey (and popularly perceived by donors and the NGO community), there are unsettled issues pertaining to the treatment of surpluses and the level of independence enjoyed by the organisation.

Each of the five NGOs, was presented with a set of evaluation criteria ahead of a second visit by the consultant. NGOs were requested to provide evidence; records, data and information to substantiate their performance against each criteria. The criteria and results of the evaluation appear in Table 2 and a brief summary of each organisation follows below.

- Red Thread has the reputation of being a trail blazer for issues pertaining to women's rights and economic well being, as well as for the NGO movement generally. The organisation, although without the formal bureaucratic structure, has a core of dedicated women who ensure its continuing survival and relevance. Red Thread has been unable to go to the next level in building a base for continuous service to its constituencies and for sustaining itself. Its assets are minimal and some of its successful programmes of the past are no longer evident. Nevertheless, the organisation has the ability to mobilise itself quickly to engage in projects when funding is available. The major challenge facing the organisation is the need for it to reposition itself relative to the current situation in the country and the needs of its constituencies. Red Thread also needs to strengthen/expand its capacity to deliver services on a consistent basis.
- Beacon represents a unique concept of running a NGO along commercial business lines. The organisation has available to it a good production base, expertise in its core activity, goodwill in the community built on selfless contribution to various social initiatives. Other than the start up capitalisation,

the organisation has not had a history of aggressively seeking outside financial support for its work, thus avoiding the risk of donor dependency. Beacon has consolidated its operation and built a base for its sustainability. The major challenge facing the organisation is the need for it to continue to find socially impactful projects to which to apply such surplus as is produced. A lot of research has gone into a mosquito net treatment project which is to be initiated once resources are identified.

- GVC is based on a proven and recognised approach to volunteerism. Transferring lessons from CESO's involvement in Guyana, GVC has had a rapid take off. By piggy backing on CESO, GVC already has the makings of a sustainable operation. With a cadre of enthusiastic volunteers and with the competencies resident in its board and staff, GVC is positioned to make a positive impact, particularly on the income earning capacity of rural poor. The major challenges facing the organisation are the need to build and manage its volunteer resource base as well as the need to find outlets/markets for the production from its community based technology transfer projects.
- GOIP is one of three organisations representing the interests of indigenous people. The organisation has a core of enthusiastic supporters and a democratic structure that reaches to the grass roots. Services are generally on an ad hoc and as needed basis as activity is driven by requests coming from communities. GOIP does not possess the financial and physical assets to sustain itself and its services on an ongoing basis. The resource problem is the major problem confronting the organisation; especially considering the high cost and logistical problems in servicing its remote constituencies.
- IPED is the premier lender to micro and small enterprises in the country; targeting mainly the agricultural, industrial, commercial and service sectors. In addition to its lending activity, IPED also dispenses technical services, mainly in the form of pre-disbursement training. Using the Grameen bank concept, the organisation works in concert with NGOs to identify clusters of five (5) persons to whom to channel resources. Major challenges facing the organisation include: a large accumulated surplus; comparatively high delinquency rate and operating costs; less than optimum efficiency in making unsecured loans to the micro-enterprise sector and hence having to retain this aspect of the operation as a major cost centre.

**On the basis of their relative strengths, these five NGOs (namely Red Thread, Beacon, GVC, GOIP and IPED), are being recommended as capable partners to work with BEEP in its NGO institutional strengthening project.**

## V RECOMMENDED STRATEGIES AND ACTIONS

**The recommended strategies and actions flow logically from the analysis. Also included are a couple of ideas which are on the agenda of the NGOs. Although outside the scope of the analysis, these ideas are deemed by the consultant to be of importance to the NGO sector.**

**The improvement ideas for the NGO sector are presented on a project-by-project basis at three levels, thus;**

**Level 1:** These recommendations are of an infrastructural and a policy nature and would need government approval and involvement.

**Level 2:** These recommendations are strategic in nature and could be beneficial to individual NGOs as well as the NGO community as a whole.

**Level 3:** These recommendations are at a project level and would involve selected NGOs working with the donor

### Level 1 Recommendations

**Project Idea 1-A:                    Establish a NGO desk or portfolio within an appropriate government ministry, agency or unit.**

Justification:                    GOG has no dedicated portfolio designation for NGOs or community based organisations.

NGOs are the bedrock of civil society and their encouragement is a pre-requisite requirement of international conventions to which GOG is a signatory.

NGOs and CBOs can provide GOG with a cost effective alternative for executing projects and for distributing resources at the community/grassroot level.

Objectives:                    To promote a satisfactory working relationship between the Government of Guyana, Non Governmental Organisations (NGOs) and Community Based Organisations (CBOs).

To facilitate and maintain communication with NGOs and CBOs on issues such as contracting to provide services to the government.

To assist in strengthening organisational and technical capacities among NGOs and CBOs.

Notes:                    i. Under its new IDB agreement, SIMAP will develop a Community Development Portfolio. The unit will be staffed with Field Officers who will operate at the grass root level, empowering NGOs and CBOs towards increased involvement in the development process.

ii. The possibility of broadening the terms of reference of the proposed unit to include functions typically performed by a NGO desk should be explored.

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**Project Idea 1-B:                    Establish an Entrepreneurial/Micro-Enterprise Centre**

**Justification:** In Guyana, micro-enterprises (i.e. own account workers) are a chief target of NGO services.

More than 50% of new jobs, are being created in this category due to the inability of established private sector employers to pick up the slack from retrenchment in the public sector.

Without proper facilitation, the burgeoning micro-enterprise sector creates a social and economic problem for government and NGOs to address with their depleted resources.

**Objectives:** To assist community based enterprises, micro enterprises and NGOs involved in income generating projects to become viable.

To provide business advice, loan packaging, marketing and other services critical to the success of micro enterprises.

To promote the development of entrepreneurial skills in the society.

**Note:** Such a unit would best be established within the Ministry of Trade, Tourism and Industry; one of its agencies or units involved in business development, investment promotion or similar activity.

\*\*\*\*\*

**Project Idea 1-C: Legislative Reform**

**Justification:** The majority of NGOs choose to remain unregistered due to the expense and delays in doing so.

The burden placed on NGOs (e.g. in the area of reporting) by the present legislation is onerous.

Waivers, tax relief etc. provided under the law are too difficult to access.

**Objectives:** To review and where necessary revise laws that impact the small and micro enterprise and NGO sectors.

To provide encouragement for micro/small enterprises and NGOs to register and benefit from government programmes and incentives.

To provide a more enabling environment for the type of activities carried on by these organisations.

**Notes:**

- i. The consultant is not recommending a brand new or separate piece of legislation for NGOs but rather, redrafting of sections of the Companies Act and Income Tax Act to ensure an enabling environment for NGOs and to encourage philanthropy.
- ii. There are long standing and separate requests for legislative reform coming from both NGOs and small business. Although the needs are somewhat different, the opportunity to piggy back one on the other, should be explored for greater cost effectiveness in doing the necessary work.

**Level 2 Recommendations**

**Project Idea 2-A: Develop a medium term programme of work for NGOs to participate in and benefit from.**

**Justification:** NGOs have no agreement between themselves on the way forward for the sector.

Programmes are pushed more by donor ideas than by NGOs' assessment of what the real needs are.  
 NGOs are not in a position to present Government and donors with a programme of work tied to specific objectives.

NGOs compete against each other for limited resources and the NGOs that are able to write proposals, do social marketing etc. are the ones who always win. As a consequence, many good ideas go unrecognised.

**Objectives:** To create a framework within which to identify viable projects through which to channel support to the sector.

To encourage cooperation between NGOs, including convergence of their separate plans towards achieving the desired "end game."

To provide a basis for improved allocation of resources and for more donor interventions that have a good fit relative to the needs

**Note:** The process would be a dynamic one which would bring together the several players - NGOs, donors, public sector, private sector groups - to assess the environment; identify opportunities and threats; craft a strategy and identify resource needs.

\*\*\*\*\*

**Project Idea 2-B: Establish a NGO Advisory Council**

**Justification:** NGOs are fragmented. Technically speaking, it is questionable whether Guyana can claim to have a NGO sector any more than it can claim to have a computer industry.

NGOs need a mechanism to combine their efforts in planning on a sector-wide basis.

The smallest members in the sector are without a voice and would benefit from representation in an umbrella organisation.

There is no legitimate voice able to speak for the sector.

**Objectives:** To facilitate the consultative/advisory process between the GOG, NGOs, CBOs, private sector.

To represent the interests of NGOs and CBOs to government, donors, etc.

To consider and make input to national development planning, budgets, etc.

To assist NGOs/CBOs in the process of capacity building.

**Notes:**

- i. The Council typically would be constituted of representatives from umbrella groups or NGOs themselves.
- ii. Coming out of the BEEP sponsored small and Micro Enterprise Conference (1996), an Interim Advisory Committee (IAC) was established. Barring definitional and other problems, the IAC could conceivably play a role in jump starting the NGO Council.

\*\*\*\*\*

**Project Idea 2-C: NGO Leaders Training Programme**

**Justification:** Guyana's NGOs were for many years kept outside the international NGO community and so understandably are behind in their knowledge.

Most NGOs are at a low ebb in their operation, indicating weaknesses in management, governance and stewardship.

The weaker NGOs and CBOs are at a disadvantage in procuring resources, contacts etc. because they do not have the know-how in critical disciplines.

**Objectives:** To impart to NGO leaders, up-dated knowledge and concepts of management and leadership.

To impart knowledge and concepts relevant to participants' interest and involvement in running their NGO.

To impart skills in applying the new knowledge and concepts to every day work with NGOs.

To cause a change in the behaviour and approach of those trained; this change to be evidenced by improved stewardship over the human, physical and financial resources of participants' respective organisations.

**Note:** The training is perceived initially as a five-day course covering topics such as: Donor Relations; Writing Proposals; Strategic Planning, Managing the Volunteer Resource, and Project Planning.

\*\*\*\*\*

**Project Idea 2-D: Launch and Institutionalise major, nation-wide philanthropic/ fund raising endeavour to support the NGO sector.**

**Justification:** There is an absence of national philanthropic endeavour in the country.

The future of external donor assistance is uncertain and must be replaced in time with local resources.

A pool of undesignated funds is necessary to support some of the "must do's" for which there is no funding.

**Objectives:** To create a pool of undesignated funds to wholesale to NGOs who do the actual work of community building etc.

To provide grant funding for those projects which have a positive cost benefit ratio but can't turn a surplus.

To encourage philanthropy at all levels of the society.

**Notes:** i. The United Way programme could serve as a benchmark. There is precedence for USAID providing funding towards the start up of such programmes e.g. Jamaica on a matching fund basis.

ii. A local partner such as Red Thread would have to be identified.

### Level 3 Recommendations

**Project Idea 3-A: Development of Business Plan for Red Thread**

Justification: The organisation is a modern pioneer in economic empowerment for women.

As far back as 1994, the organisation prepared an internal document on reorganising and repositioning itself.

Objectives: This plan has not been brought into fruition and the evaluation of the organisation reveals that the need is still evident.

To reposition the organisation relative to the current global and local realities.

To broaden the organisation's scope consistent with modern concepts of gender.

To identify resource needs and plan for the organisation's development in an ordinary fashion

NGO: Red Thread Women's Development Organisations

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**Project Idea 3-B: Establish a Volunteer Centre**

Justification: The concept of volunteerism is undeveloped in Guyana.

NGOs must put themselves in a position to properly account for volunteer's time and utilize it in brokering for other resources.

A scientific method of matching volunteers' interests to the technical assistance needs of NGOs and their beneficiaries is required.

Objectives: To professionally and technologically establish and manage a volunteers data base to serve the NGO community .

To ensure a transactional orientation to how time of volunteers is procured, allocated, priced and accounted for.

To foster a culture of volunteerism in the country

NGO Guyana Volunteer Centre

\*\*\*\*\*

**Project Idea 3-C: Market Study**

Justification: NGO efforts at working with community groups have begun to increase production of a range of products.

Communities are discouraged when their products find no ready market.

Opportunities for strategic alliances with the formal commercial/business sector need to be explored and exploited.

Objectives: To determine the market potential in Guyana and in other CARICOM territories for the outputs of appropriate technologies and indigenous communities.

To determine health, government, and other regulations pertaining to the manufacture, trading in and export of the various commodities.

To determine prevailing prices and barriers to entry in the different markets

To identify distribution channels to get the goods to the market. To seek out areas of possible collaboration with the formal business sector.

NGO: GVC as lead, in partnership with GOIP

\*\*\*\*\*

**Project Idea 3-D: Training of Trainers Programme in Eco-Tourism.**

Justification: The opening up of Eco-Tourism is one of the newest and fastest growing business ventures in the country.

The vast potential of this industry is threatened by environmental degradations.

On the other hand, eco-tourism infringes on the natural habitat and lifestyles of people living in the affected areas.

There is the opportunity to ameliorate/manage the social and environmental impact so all can benefit.

Objectives: To raise the level of consciousness re: the social and economic implications of eco-tourism on indigenous communities.

To foster equitable, social and economic partnerships between the indigenous peoples, their communities and the investors in eco-tourism ventures.

To ensure protection of the environment from harmful practices of the people living in areas targeted for eco-tourism and from possible harmful effects of eco-tourism.

To develop "change agents" who will work towards speedy realisation of the benefits from eco-tourism.

NGO: GOIP as lead, in partnership with Amerindian Peoples Association (APA).

**CONCLUSION**

**BEEP or any other programme, project or donor may - if it so desires - select from among the project ideas, one or more to be pursued independently.**

**Alternatively, BEEP may wish to carve out from among the recommendations, a piece of work that is focal to the various problems and challenges identified.**

**The next section provides BEEP with the alternative approach.**

## VI PRIORITY AREAS FOR BEEP CONSIDERATION

It is being recommended that BEEP focus its resources toward assisting NGOs in meeting a single core need.

The need, the objectives to which it gives rise, and the related project must meet the following criteria.

- The need and the related objectives must be focal to the overall situation facing the NGO sector i.e. achieving the objectives/meeting the need, must positively impact on all the other needs and objectives.
- The resulting project must be bite-size i.e. able to be completed with measurable results in a reasonable period of time.
- The work programme must be inclusive, not exclusive i.e. involving a cross section of NGOs.
- Executing the programme of work must lead clearly to empowerment of NGOs, to continue the improvement process; attract resources etc.

### **THE PROJECT THAT BEST MEETS THESE CRITERIA IS PROJECT IDEA 2-A: DEVELOPMENT OF A MEDIUM TERM PROGRAMME OF WORK FOR NGOs TO PARTICIPATE IN AND BENEFIT FROM.**

The major outputs from execution of the project shall include:

1. Detailed analysis of the current and future environment in which NGOs have to operate.
2. Identification of NGO stakeholders (e.g. Government, Donors etc.).
3. Identification of Stakeholder needs and requirements (through active dialogue with these groups).
4. Identification of NGO strengths, weaknesses and needs.
5. Matching of Stakeholder requirements against NGO strengths and weaknesses.
6. Identification of NGO resource gaps and capacity deficiencies.
7. Translation of resource gaps and capacity deficiencies into viable projects.
8. Developing social marketing, resource and implementation plan for projects.

**The main output will be marketable, bankable, project specific proposals on the strength of which, partnerships will be built with government, donors and other stakeholders and to serve as a blue-print for future NGO action.**

### **THE HOW OF EXECUTING THE PROJECT:**

- Implementation of the project will require a joint and collaborative effort by a cross section of NGOs. This group will take ownership for the process and ensure its successful execution.

- This action in itself, networking between NGOs to identify common needs and to evolve strategies to address the needs, is a useful and necessary process.
- **It is recommended, therefore, that BEEP facilitate Project Idea 2-B: Establishment of a NGO Advisory Council, as the group to take ownership of and give continuity to the process.**
- The Council will be convened by the five (5) strategic NGOs, each of which will represent a specific sectorial focus, thus:

**Red Thread:** Advocacy and Social Welfare (Health, Education etc.)

**Beacon:** Income and Employment Generation

**IPED:** Credit and Finance

**GOIP:** Amerindian Affairs

**GVC:** Technology and Technical Assistance

- Each of the strategic NGOs will itself be a convenor of a sub-group of NGOs belonging to the same sectorial/activity grouping.
- Each NGO will have representation on the NGO Advisory Council.
- Actual responsibility for execution of Project Idea 2-A, will be delegated to a Steering Committee drawn from membership of the NGO Advisory Council.

Additionally, it is important that NGO participants gain an immediate benefit from the process as well as acquire the skills to be effective contributors to it. **To this end, it is being further recommended that BEEP support the implementation of Project Idea 2-C: NGO Leaders Training Programme.** Among other things, the training will impart skills in strategic planning, negotiating, brokering donor resources, proposal writing, social marketing, etc.; which relate directly to achievement of the core objective and to the on-going work of NGOs. The training will be integrated into the overall project (2-A) and in this manner, add an element of “learning by doing” to the process.

**THE PROPOSED APPROACH TO BE PURSUED BY NGOs AND SUPPORTED BY BEEP, WAS VALIDATED AND UNANIMOUSLY ENDORSED BY PARTICIPANTS ATTENDING A NGO LEADERS CONFERENCE WHICH WAS CONVENED FOR THAT PURPOSE.**

The scopes of work and other information relative to the process are set out in Appendix D.

**APPENDIX A**  
**LIST OF INDIVIDUALS AND ORGANISATIONS INTERVIEWED**

**INTERNATIONAL AGENCIES/DONORS**

- United Nations Development Programme  
Mr. Andrea Tamagnini, Acting Resident Representative  
  
Ms. Mitrey Das, Gender/Poverty Alleviation Portfolio
- British High Commission  
Ms. Kate English, Economic Adviser
- Canadian High Commission  
Ms. Sherry Greaves, First Secretary (Development)
- Inter-American Development Bank  
Mr. C. Greenwood, Representative
- United States Agency for International Development  
Mr. Patrick McDuffie, Mr. Daniel Wallace

**OVERSEAS NGO**

- Partners in Rural Development  
Mr. Maurice Alarie, Team Leader  
  
Ms. Beverly Chan, Local Director  
  
Ms. Patricia Hosein, Field Director
- Futures Fund  
Kathleen Whalen, Former Programme Officer, (CEMCO Consultant)
- Commonwealth Youth Credit Initiative  
Ms. Patricia La Fleur, Programme Officer

**GOVERNMENT AGENCIES AND ORGANISATION**

- Ministry of Labour, Human Services and Social Security  
Ms. Claudette Moore, Permanent Secretary
- Ministry of Trade, Tourism and Industry  
Mr. Neville Totaram, Acting Permanent Secretary  
  
Ms. Tessa Fraser, Director of Tourism
- Go-Invest  
Dr. Ivor Mitchell, Managing Director
- Small Business Credit Initiative Inc.

Mr. Lincoln Van Sluytman, Executive Director

- Ministry of Amerindian Affairs  
Mr. Francis Vibert De Souza, Minister
- Ministry of Finance  
Ms. R. Hermanstein, Legal Counsel
- Social Impact Amelioration Programme (SIMAP)  
Mr. R. B. Persaud , Director

**PRIVATE SECTOR ORGANISATIONS**

- Guyana Manufacturers Association  
Ms. Ingee Nathoo, Executive Secretary
- Georgetown Chamber of Commerce  
Mr. Dev Sharma, Senior Executive Officer
- Guyana Small Business Association  
Mr. Patrick Zephyr, President  
  
Mr. David Singh, Executive Member  
  
Mr. Cyril Walker, Executive Member
- Private Sector Commission  
Mr. Peter Tomlinson, Director/Consultant

**NON-GOVERNMENTAL ORGANISATIONS**

- Institute of Private Enterprise Development (IPED)  
Mr. Yesu Persaud, Chairman  
  
Mr Chandra Persaud, Manager/Accountant
- NGO Forum  
Mr. David Yhann, Co-ordinator  
  
Ms. Dorothy Frazer, Secretary General, Red Cross
- Guyana Volunteer Consultancy  
Dr. Leslie Chin, CESO Programme Director  
  
Ms. Bonita Harris, Chairman
- Red Thread Women Development

Ms. Joceylyn Dow, Member

Ms. Karen De Souza, Member

- Amerindian Peoples' Association  
Ms. Jean La Rose, Programme Administrator
- Guyana Responsible Parenthood Association  
Mr. Frederick Cox, Executive Director
- Help and Shelter  
Ms. Yvonne Mbozi, Co-ordinator
- Beacon Foundation  
Mr. Clairmont Lye, President
- Guyana Organisation of Indegenous People  
Mr. John Blount, Executive Member

Dr. George Norton, Chief

Ms Marie Bergman, Secretary

Mr. Allan Lew, Assistant Secretary

Ms. Benedette Parker, Committee Member

Ms Christine Lowe

Ms. Evelyn Smithel

Mr. Lloyd Andrews

Mr. Vincent Frances

Mr. Colin Klauthy

- Guyana Consumers Association  
Ms. Sheila Holder, President

## **PRIVATE SECTOR BUSINESS AND INDIVIDUALS**

- Scotia Enterprise Centre  
Mr. Quacy Williams, Senior Field Officer
- Mr. Christopher Ram  
Managing Partner, Christopher Ram and Company

Mr. Clement Duncan, Chairman/CEO, Swansea Industrial Associates

**APPENDIX B**  
**TABLES**

**TABLE I**

NGO STATUS OF KEY PLAYERS

NGO CRITERIA		ORGANISATIONS					
		GOIP	GVC	IPED	Red Thread	Beacon	Scotia
1.	Voluntary	Y	Y	Y	Y	Y	N
2.	Independent	Y	Y	Y	Y	Y	N
3.	Not-for-profit	Y	Y	Y	Y	Y	N
4.	Not Self Servicing	Y	Y	Y	Y	Y	Y
	Overall:	Y	Y	Y	Y	Y	N
<p>Legend: Y - Yes</p> <p>N - No</p>							

**TABLE 11**
EVALUATION OF NGOS

<b>Evaluation Criteria</b>	<b>ORGANISATIONS</b>				
	GOIP	GVC	Red Thread	Beacon	IPED
• Legitimacy and Legality					
- Registration	S	S	W	S	S
- Constitution	S	S	N/I	S	S
• Stakeholders					
- Members	S	S	S	N/A	N/A
- Beneficiaries	S	S	S	S	S
- Donors (History of Support/Co-operations)	M	S	S	M	S
• Outreach (last 3 - 5 years)					
- Programmes	M	S	S	S	S
- Service (from which direct benefit is derived)	S	S	S	S	S
• Governance					
- Board Meetings	S	S	N/A	S	S
- Annual General Meeting	S	S	N/A	W	S
- General Meetings	S	M	N/A	N/A	S
• Structure					
- Board	S	S	N/A	S	S
- Committees	S	M	S	W	S
- Volunteers	S	S	S	M	M
- Staff	W	M	W	S	S
• Capacity					
- Operational Base	W	S	W	S	S
- Physical Assets	W	W	W	S	S
- Financial Assets	W	M	W	S	S
- Expertise Base	M	S	S	S	S
• Performance Indicators					
- Persons trained	N/I	S	S	S	S
- Jobs created	N/I	S	S	S	S
- Items produced	N/I	S	S	S	N/A
- Credit provided	N/A	N/A	N/A	N/A	S
- Funds raised and spent	W	M	M	N/A	S
<b>LEGEND:</b> S - Strength W- Weaknesses M - Moderate N/A - not applicable N/I - Information not available					

**Project Identification**

1. Development of a medium term projectized programme of work, for NGOs to participate in and benefit from (Project idea: 2 - A).
2. The process will include the establishment and commissioning of a NGO Advisory Council; the vehicle to take ownership of and to give continuity to the process after BEEP exits (Project idea: 2 - B).
3. Early benefits in the form of knowledge to effectively participate in the process, will be imparted to NGO leaders through appropriate training interventions (Project idea: 2 - C). The training will be fully integrated to add an element of "learning by doing" to the strategic planning process.

### **Elements of the Terms of Reference**

The process will involve the following major steps.

1. Review output document entitled, "Institutional Strengthening Initiatives for Guyana's NGOs."
2. Convene and brief the five NGO partners (selected in Phase 1).
  - a) Agree on the composition and what will constitute the NGO Advisory Council.
  - b) Work out the Terms of Reference for the Council.
  - c) Derive an appropriate work programme for the Council.
  - d) Align on consultant's work programme for the present contract and how the Council will be involved.
3. Series of meetings with Donors to discuss and agree on:
  - a) Country programme focus.
  - b) Specific elements relating to working with or institutionally strengthening NGOs.
  - c) Perceptions of problems and opportunities working with NGOs.
  - d) Work programme of the present consultancy and level of donor involvement required.

- e) Interest in partnering with NGOs.
4. Series of meetings with central government and its agencies to determine:
  - a) National development planning process and elements of the plan.
  - b) Opportunities for involving; working through and with NGOs.
  - c) Perspective on what government can and is likely to do to strengthen and facilitate NGOs structurally, legislatively and otherwise.
5. Convene NGO sub-groupings
  - a) Each NGO partner (selected in phase 1) to lead a process of selecting/inviting participation of NGOs having a similar sectorial interest or activity orientation.
  - b) The resulting five clusters to be facilitated in a process of::
    - needs analysis;
    - SWOT analysis;
    - resource analysis;
    - profiling of needs and related project ideas.
6. Convene series of meetings (structured dialogue) between NGO clusters and stakeholder groups:
  - NGOs and donors;
  - NGOs and relevant government officials;
  - NGOs and focus group drawn from beneficiaries.

The meetings will focus on determining:  
 needs;  
 requirements;  
 potential areas for collaboration;  
 step-by-step process for accessing and working with each other;  
 prospects for a successful partnership.

#### 7. Training of NGO leaders

The strategic planning process will be interspersed with 2 hour - 4 hour or 8 hour training modules on topics such as:

- Donor registration and application requirements
- Needs identification and analysis
- Proposal writing and the tender process
- Managing donor relations

- Strategic planning
  - Team building and group dynamics
  - Establishing financial accountability and track record
  - Fundraising i.e. identifying funding sources and procuring funds
  - Social marketing
8. Convene and facilitate week-end strategic planning workshop to focus and arrive at consensus on:
- environmental variables;
  - strengths, weaknesses, opportunities, threats;
  - major problems and issues;
  - opportunities for partnerships with the various stakeholders;
  - potential projects;
  - resource requirements/management;
  - implementation and social marketing plan;
  - responsibilities and time frames.

**Major Outputs/Deliverables**

At the end of the process:

- a) Participants would have formed themselves into a cohesive unit with a structure to continue the process of dialogue and institutional strengthening.
- b) Participants would have benefited from training (both stand alone and learning by doing) in the essential skills necessary for communicating and working with donors and other stakeholders.
- c) Participants would have forged partnerships with government and donors on the basis of an agreed agenda of actions.
- d) Participants will have in their possession, a set of marketable, implementable project ideas; properly documented and ready for submission to interested members of the donor community and/or to use as a blue print for NGOs' future action.

**Level of Effort**

The duration (total elapsed time) of the work programme is projected to be 6 - 8 months; say March to October, 1997. Actual man hours will be approximately:

- Specialist Skills:
  - Lead Consultant ..... 6 - 8 man weeks
  - Sector Specialist ..... 2 man weeks

- Support (local ) Skills:
  - Trainers ..... 24 man days

(Note: 3/1 ratio used for preparation time to actual contact time).

Optional: Development of a training/standard practice manual would require an additional 10 man days preparation time.

**Personnel Specification:**

- Lead Consultant
  - Management specialist
    - Strategic Planning
    - Organisation Development
    - Human Resource Development
  - NGO experience
  - Donor and government experience
  - Familiarity with local norms
  
- Sector Specialist
  - Economist
    - Survey experience
    - Sectorial analysis
    - Donor/Government development programmes
    - Structural Adjustment Programme experience
  - Social Programming

- Support (local) skills

These skills will be specific to the training required; as indicated by a training needs analysis.

**Note:**

Extra-ordinary costs to include the following:

- Travel for international consultants
 

Note: Up to three round trips between home country and Guyana could be required over the duration of the project.
  
- It is recommended that a standard practice manual be developed and used as the basis for a training of trainers programme. The production; typesetting and printing cost of approximately 200 manuals (professionally

produced and bounded); 115 pages each - should be inputted to the budget for the project. Approximate cost is G\$500,000.00.